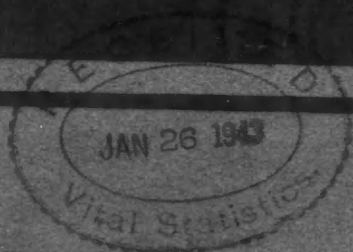


CANADIAN

# Welfare



*January 15*

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## *Wanted: A Beveridge Report for Canada*

THE remarkable fact about the now famous Beveridge Report on "Social Insurance and Allied Services" in Great Britain is not that it created a great stir and sensation in the British Isles,—for that was after all to be expected,—but rather that it has aroused almost equal interest in the other English-speaking nations,—particularly the United States and Canada. In Australia and New Zealand it is only natural that there should have been somewhat less of a stir because, after all, much of what is regarded by us as sensational in the Beveridge Report is "old stuff" to the citizens of our sister commonwealths "down under". To Canadians in particular, this Report served notice that, unless we wish to emerge from the present world conflict as the most backward socially of the English-speaking nations of the world, we had better begin to develop plans for a comprehensive social security program that will stand comparison with those which are afoot now in Great Britain, the United States, Australia, and New Zealand.

Up to the present time there has been no evidence that we in Canada,—despite all the surface indications of activity,—are doing any more than groping our way blindly, in piecemeal fashion, towards the same objectives as those which are being sought by other nations on the basis of a clear and comprehensive plan. Consequently the sudden flurry of interest which developed from the announcement of the main outline of the Beveridge program on December 1st last was all the more heartening. No social document of equal importance, with the exception of the Report of the Rowell-Sirois Commission, has attracted such sustained interest from the press and the public alike in recent years. It was to be expected that Canadians would be interested in the Report of the Rowell-Sirois Commission because that Report dealt with matters exclusively of Canadian concern. The fact that such a great degree of interest has been aroused in Canada in a social document pointed at conditions in another land must be regarded as evidence of the fact that the social problems dealt with in that Report, the solutions and programs proposed in that document, have validity for Canada as well as for Britain.

Canadian WELFARE in its last two issues has stressed consistently the need for active planning and development of a postwar social security program in Canada. The editorial which appeared in the December 1st issue,—the very day when the Beveridge Report broke upon the English-speaking world,—concluded with these words: "We must also take a long look forward, and prepare to make our contribution in thought and in action to the plans which Canada must make, and make effective, sooner perhaps than any of us today realize, for the social security of her people in the postwar world." Let us hope that the impact of the Beveridge Report will be able to accomplish what the still small voice of Canadian WELFARE could never achieve—namely, the awakening of public opinion in Canada to the need of a postwar social security plan. If public opinion is thus awakened and expresses itself, Canada's leaders, in thought and action, will not be slow to respond.

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# The Future Development of Social Security in Canada

IF WE were to approach our problem in a thoroughly logical way, we might begin by attempting to set up a definition which we all might agree upon for the term "social services",—where they begin and where they end, in the sum total of our activities as an organized society. But we shall not do so: first of all for the very good reason that it would involve us in endless difficulties,—for example, do we include housing in our concept of the social services,—or works programs—or employment services, or the social insurances, or the health services, or the administration of penal institutions, or education—; secondly because within reasonable limits I think we can all understand what we mean by the term without attempting to define it precisely or to reach exact agreement on every point of detail.

One comment, however, I do feel bound to make at the outset with reference to the title of this paper. We should not be deluded by the use of the word "future"; no more should we allow ourselves to be lulled into a false sense of security through the "post-war" part of

This paper, by the Council's Executive Director, the third in the series of articles appearing in *WELFARE* on various phases of post-war reconstruction, was first given at the Y.M.C.A. Institute of Public Affairs, at Lake Couchiching, Ontario, in August, 1942. It appears here, not as an exposition of official Council policy, but as the expression of an individual point of view in the hope that, co-incidental with the interest being shown in the Beveridge Report, it may help to stimulate thinking on this subject by social workers, lay and professional, throughout Canada.

GEORGE F. DAVIDSON, M.A., PH.D.  
*Executive Director,  
Canadian Welfare Council*

post-war reconstruction. Here is emphatically one phase of our total war effort where time will *not* be on our side unless we realize that in large measure post-war reconstruction depends on plans laid, on steps taken *today*. Likewise tomorrow's social services depend, not on some magic rabbit, to be pulled out of a hat full of war-time promises, after the fighting is over.

**TOMORROW'S SOCIAL SERVICES ARE BEING BUILT TODAY.** They are being built in their broadest outlines by the purposeful utterances of Prime Minister Churchill and President Roosevelt when they refer in the fifth article of the Atlantic Charter to the "desire to bring about the fullest collaboration between all nations in the economic field *with the object of securing for all, improved labour standards, economic advancement, and social security*".

They are being built too in their broadest outlines by the utterances of British Church leaders, as witness such landmarks as the joint statement of the past and present Archbishops of Canterbury, the Roman Catholic Archbishop of Westminster and the Moderator of the Free Church Federal Council, entitled "Foundations of Peace" (*London Times*, December 21, 1940): or again the present Archbishop of Canterbury's earlier

statement "Begin Now" appearing in *Christian Newsletter* of August 1940. These and many other similar pronouncements set the general framework within which we have to contemplate the setting of our social services in the post-war world.

As Edward Phelan of the International Labour Office wrote in his article "The New Social Objectives" which appeared in Canadian *WELFARE* for October, 1942:—

"We are constantly being reminded that the main objectives of the present war are social rather than political or even economic. President Roosevelt has told us to look forward to a world where we shall enjoy freedom from fear and freedom from want. Mr. Eden reminds us that the British Government 'has declared that social security must be the first object of our domestic policy abroad not less than at home.' 'My War Aims', says Ernest Bevin, 'are summed up in the phrase 'the motive of our life shall be social security'." Vice-President Wallace declares that the century which will come out of this war "can be and must be the century of the common man."

Finally, to bring the matter nearer home, we have the statement of the Honourable Ian Mackenzie, quoted in Mr. Eckler's article "The War for Social Security" which appeared in *Saturday Night* for August 15, 1942:

"Few today can regard war as an adventure, and therefore it

only becomes tolerable as a crusade with social and economic reform as a banner under which we fight."

I hope that I will not be misunderstood when I say that there is good reason in one respect for us to be grateful to Hitler and his awful gang in forcing us, as they have done, to search our collective consciences for the purpose of formulating national purposes, national resolves, national objectives that are positive and social in nature rather than merely negative. Is it too much to say that there is a vast gulf between the objectives that we were consciously aware of having when we entered this war, and the socially progressive objectives for which our leaders tell us we are fighting today?

It is not for me to analyze all the reasons which lie behind the slow emergence of these social objectives in the present struggle. Suffice it to say that the leaders of our English-speaking countries have seen the need to vitalize the spirit of their peoples by adding to the objectives of which we were conscious when we entered the war, namely, the things we were fighting *against*, a set of new objectives, a positive set of social goals that we now are fighting *for*.

The important thing from the point of view of our present discussion is that these objectives which we have chosen, to impel us on to greater efforts in the war, are *social* objectives. The relationship between our social service programs in the broadest sense

and the factor of national *morale* both in civilian occupations and in our military efforts, has at last been recognized in England and in the United States. One dares to hope that it may even yet be recognized in Canada, not merely in terms of lip service, but genuinely in the hearts and souls of our leaders and of our people. If this can be brought to pass in Canada, then victory when it comes will prove to have been well worth the cost, and the people's war will have been in the truest sense a people's victory.

With these preliminary remarks to set the background for our discussion, let us turn now to some more practical consideration of the methods by which these high social purposes can be achieved for the Canadian people. First let us sketch in briefly, but as fully as the time allows, the types of service programs which are indispensable to the attainment of social security on a national scale. I shall endeavour to do this initially without too much thought of the baffling question of jurisdictions, constitutional responsibilities, or financial limitations, as between the various levels of government, federal, provincial, and municipal. Later attention will be given to consideration of jurisdictional and other problems.

### Full Employment

The first, and probably the most important elements in the development of an adequate program of social security for Canadians are those which centre

around the concept of "*economic*" as distinct from the more *comprehensive* "social" security. For it is well to remember that there is a difference between economic and social security. The first step in the achievement of economic security is, of course, *the provision of full employment*; perhaps more realistically expressed as the avoidance of mass unemployment. It can quite properly be said that any program designed to provide full employment is a social service insofar as it is *an activity of society pointed toward a social objective*.

It can also be said that many of the elements which go into the development of a policy of full employment are in themselves social service programs in a double sense. For example, the tremendous housing program which simply must be undertaken in this country in the post-war period, if indeed not before,—a program of unprecedented extent which will be inadequate if it fails to re-house anywhere from one-quarter to one-third of our entire population; or again, a program of parks and playground development designed to produce adequate breathing spaces for our city dwellers; or still again a program of useful government-sponsored public works, planned and timed to iron out the troughs and ditches in the post-war employment curve.

Full employment policies based on long range economic planning, on considerations which take into account the opportunities for development of export markets and for the social development of our

natural resources gain a double social emphasis when they resort even periodically to housing, parks and playground development and similar works programs geared to a specific social objective.

### **Minimum Wage Legislation**

Full employment, however, will not of itself achieve that goal of "*freedom from want*" that President Roosevelt has hung like a Holy Grail before the hungry spirits of the democratic peoples of the world. To achieve the fuller goal of freedom from want or economic security for all the people full employment must be bolstered with additional measures of social legislation. Full employment of itself is a hollow mockery unless it provides an adequate standard of living for the workers so employed: and attainment of economic security for the workers of our country involves the development of minimum wage legislation in all our provinces that will produce uniformly from full employment a living level for the employed that will be truly "*freedom from want*".

### **Family Allowances**

But even wage levels in their turn cannot be made so flexible as to fit the needs of every family unit, large or small. If there are those who take the view that wages can be based on social considerations and considerations of the size of individual workers' family responsibilities instead of on the principle of "equal pay for equal work", I am afraid that I cannot go along with them. The adjustment of family income to family responsibilities must be

made in my opinion through a system of family allowances, supplementing wages earned with an allowance, as a matter of right, not of need, for every child in the family unit. This system has been widely adopted in European countries, and also in Australia and New Zealand. It is becoming an increasingly live issue today in England where organized labor's opposition to it, on the grounds that it depresses wage levels, is rapidly disappearing. In Canada the issue has been a dead one since the Parliamentary Committee of 1929 turned it down, but it is destined, in my opinion, to come to the fore again as an issue well worthy of consideration in our planning for social security. Today's income tax exemption of \$108 per child is in effect for *tax-payers* but not for the lowest one-third of the population, a system of family allowances *in reverse*.

This then is the keystone of our arch, the foundation stone of the edifice of social security which we must start to build today for the Canada of tomorrow,—full employment, including the development of socially useful programs such as housing and other projects, supported by an adequate wage structure guaranteed by law, and a system of family allowances to supplement the worker's wages by an amount necessary to fill the gap between his earning power and his family responsibilities.

But there is more to building an edifice than the mere laying of the foundation stone. Let us try then to move some other pieces into place.

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## The Beveridge Report

IT is important, first of all, to have clearly in mind what Sir William Beveridge attempts to do in his epoch-making document, because only if this is clearly understood, can any successful appraisal be made of the Report itself. This is emphatically not a report on post-war reconstruction for Britain in the broad sense. It was never intended as such, and therefore the paeans of praise sung by the most ardent admirers of the document, and likewise the shafts of criticism directed against its inadequacies as a post-war charter for economic reconstruction, are both beside the point.

The Beveridge Committee's terms of reference were couched in the following words: "To undertake with special reference to the inter-relation of the schemes, a survey of existing national schemes of social insurance and allied services, including workmen's compensation, and to make recommendations." These terms of reference were not broadened in any significant particular, although they were clarified in the course of the eighteen months' study which the Committee devoted to its task.

In the light of the above, it is hardly to be expected that the Beveridge Report would deal with the larger questions of economic reconstruction which are being studied in Britain, as elsewhere, for the purpose of assuring the fullest possible measure of employment in the post-war period. The Report makes certain basic as-

sumptions as the framework of its study, and perhaps the most basic of these assumptions is the one which deals with employment. It is not defeatism but a very sane policy of caution which prompts the author to assume that the incidence of employment, despite all measures which may be taken to minimize the dislocations which follow the demobilization of the armed forces and war industries when the war is over, may run to approximately 8½ percent of the working population of Great Britain, or in the neighbourhood of one and a half million wage earners at a given time. To assume with easy optimism that the economic planners would be successful in achieving full employment goals, to the point of making the program of social insurance unnecessary, would be the sheerest folly. Likewise to assume utter failure to prevent the complete break-down of the employment market, such as was experienced in the depression period, would be undue pessimism, based on the false belief that nothing whatsoever was learned from that saddening and chastening experience. Sir William Beveridge's assumption treads a cautious, wary, yet withal sensible middle path. He accepts the fact that there will be a measure of unemployment and therefore a need for insurances in the post-war period. He expresses, however, his faith that the incidence of unemployment will be kept, as indicated in the above

figures, within limits less than Britain's depression experience.

Certain other assumptions are made as part of the framework within which the Report should be viewed. One of these is that the state should take responsibility for the development of an extensive program of health and rehabilitation services. This is altogether apart from the proposals which are made with respect to Health Insurance, and compares somewhat with the field of operation which we, in this country, consider as that of preventive medicine and public health.

The third and in many ways the most interesting assumption that Sir William makes, as a preliminary to his consideration of the program of social insurances, with which he hopes to achieve social security (that is, maintenance of income) for all Britishers, and thereby to banish want, is the assumption that children's or family allowances should be a permanent feature in the social policy of an industrial country like Britain, operating side by side with the wage structure during employment, and with the insurance structure during loss of employment, to provide the necessary differential between income or insurance benefit on the one hand, and family responsibility on the other. Sir William Beveridge states that "the general principle of children's allowances can now be taken as accepted". This may be true of Great Britain, but it certainly is far from true of Canada, where little or no consideration has been given to the

question of family allowances since the Parliamentary Hearings of 1929 referred to elsewhere in this issue.

On the assumption, therefore, that in the post-war period Britons will find themselves in a world which offers a reasonably full degree of employment, and extended public health services available to all as part of the social service policy of the modern industrial state, with the wage structure geared into a system of family allowances to provide a decent living income for all people during periods of employment,—Sir William Beveridge then turns to his consideration of the place which British social insurances and allied services should occupy in providing whatever additional protection is needed to maintain under all circumstances the satisfactory state of security which the above assumptions would provide. He points out, first of all, that his mission is to develop a program of services which will provide social security, by which he means "assurance of a certain income", during those periods when, for whatever reason, employment—the key assumption—has to be discontinued. He makes it clear that the provision of this income, while it may achieve his desired goal of freedom from want, cannot pretend to be the complete answer to all men's needs. "Want", he says, "is one only of five giants on the road of reconstruction, and in some ways the easiest to attack." "The others are dislocation, ignorance, squalor, and idleness."

It is plain from this that the author of the Report himself was under no illusions as to the limits within which he was working; and this will explain to those interested in the social services which deal with the problems of anti-social behaviour and other non-economic manifestations of social dislocation, why little or no attention is paid in the Beveridge Report to many of the programs which are in Canada identified most prominently with the social service field.

Sir William finds, as one perhaps might expect in a Britain which has prided itself for years on having "muddled through", that the chief characteristic of the social insurance programs developed thus far in Britain is not lack of coverage, but rather inconsistency and disorder. The social services in Britain, as in Canada, have, like Topsy, "just grewed". They have been planned in piecemeal fashion: one insurance program developed to meet a specific risk that causes a break in employment for one particular set of reasons; while later on another insurance program is developed to meet another risk that creates a similar break in the wage earner's employment history for different reasons. Sir William's criticism of the lack of order in the British social insurances is that they are neither consistent one with the other in terms of the benefits they provide, nor do they attempt to relate in any case these benefits to any well-thought-out minimum subsistence level. It is pointed out, for example, that

when a married man with two children falls out of work due to lack of employment opportunity, he draws a benefit of 38 shillings a week, which promptly falls to 18 shillings a week if, while in receipt of unemployment benefit, he takes sick and becomes unavailable for work. On the other hand, a single man of seventeen, who receives only 9 shillings a week when on unemployment benefit, rises to 12 shillings a week if he takes sick during a period of unemployment. No better example could have been selected to show the inconsistency that characterizes the varying scales of returns and benefits throughout the British insurance system. While the insurance program in Canada is not developed to any extent, social workers know that similar ridiculous inconsistencies exist in this country with respect to our various non-contributory types of social assistance.

The solution which Sir William Beveridge offers to this disordered patchwork is simple and clear. The proposal is made that in place of a variety of separate insurance schemes, all exacting contributions under different sets of circumstances, on different scales, from different groups of the population, one over-all system of social insurance should be developed which will levy contributions uniformly, and provide protection for as many people as can possibly be brought in under the coverage of the insurance for all the contingencies which may arise to interrupt employment, whether they be economic depression, sickness,

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## Child Welfare Survey in Winnipeg

**A**T THE request of the Federated Budget Board of the Winnipeg Community Chest, child care and protection services in that city were surveyed in June, 1942, by a group of Canadian experts, under the auspices of the Canadian Welfare Council. The survey was conducted by Mr. Robert E. Mills, Director of the Children's Aid Society of Toronto, and associated with him in the study were Miss Nora Lea, recently appointed Assistant Director of the Canadian Welfare Council and formerly supervisor of the protection department of the Toronto Children's Aid Society; Mr. Martin Cohn, Executive Director of the Canadian Jewish Congress; and the Reverend F. H. Gallagher, Executive Director of the Federation of Catholic Charities of Toronto.

**TWO BASIC WEAKNESSES** The report, published in November last, has aroused considerable interest since it revealed two basic weaknesses in the child welfare set-up in Winnipeg; first, the lack of an adequate program of foster home placement and the overwhelming preponderance of institutional care; and second, the inadequate standard of personnel due to a lack of trained leadership and staff.

The survey showed that contrary to accepted child welfare practices, in Winnipeg children are

still being placed in institutions rather than in family homes. Sixty-eight percent of the children in care are in institutions, as against fourteen percent in Toronto and thirteen percent in Vancouver. In these two cities institutional care is provided only for those children who for some reason cannot be looked after in a family setting. The situation in Winnipeg was found to be almost the reverse of this, since only children who were mentally or physically unable to fit into the routine of institutional life were being given foster home placement.

The survey pointed out that the problem had its roots in the admission policy of Winnipeg's child caring agencies. At the present time the Children's Aid Society is responsible for the admission and care of children committed to it as wards, but it has no jurisdiction over non-ward children who constitute about seventy-five percent of the children admitted to care each year. All non-ward children, with a few exceptions, are placed by the Children's Bureau. The Bureau is a separate organization, originally established as a case-working agency doing investigation work for the various child caring agencies. It is nominally under the direction of the Executive Officer of the Children's Aid Society but its policy is controlled by its Board. As the Board is composed of representatives from all

the children's agencies, it has a preponderance of representation from the institutions, with the result that the placement policy has been determined on the basis of maintaining the institutions rather than providing adequate home life for the children.

**CHILDREN'S  
BUREAU TO BE  
DISBANDED**

The survey recommended that the Children's Bureau should be disbanded and that its work should be taken over by the Children's Aid Society of Winnipeg, with admissions to the various child caring agencies arranged through the Society. It was suggested that eventually, when circumstances justified, this joint admission policy should be abandoned and admissions to the various agencies made a matter for each particular agency to decide. The basic requirements for a workable individualized admission policy such as this, would be first, a common acceptance by all agencies of recognized principles and standards of admission, with clear-cut lines of responsibility agreed upon; and second, the provision of capable professionally trained staff in each agency to handle admissions.

**SPECIFIC  
PROBLEMS  
OUTLINED**

Dealing with specific problems in Winnipeg, the survey criticized the policy of using ward action as a means of establishing financial responsibility on the municipality in which the child had residence. This is contrary to good child welfare practice by which ward action is only used as a last resort after every

effort has been made to maintain and strengthen the child's own family relationship. The survey recommended that the maintenance of non-ward children admitted to care should be made a municipal responsibility so that wardship for financial reasons could be eliminated. With regard to non-resident children, the survey deplored the fact that at the present time there is no agency to which these children may go for help. Responsibility for the care of such children should rest with the privately financed agencies, according to the recommendations in the survey report.

Regarding the care of unmarried mothers and their babies, Winnipeg's system of institutional care in maternity homes was described as definitely outmoded and a program of foster home care for unmarried mothers and their children was advocated.

The need for caring for mentally defective children in specialized institutions was urged and the development of a psychological and psychiatric service in the child care and protection agencies was stressed.

It was recommended that when the Children's Aid Society is in a position to handle the work, adoptions should be arranged through it, instead of through the Provincial Department of Public Welfare as at present.

Such an arrangement would offer an excellent means of interpreting to the public the value of a professional case-work service where human relationships are involved.

LACK OF  
TRAINED  
PERSONNEL

The lack of professionally trained leadership and staff was listed as the second fundamental weakness of the Winnipeg child welfare program. The survey pointed out that some progress had been made in securing professionally trained staff in the Family Bureau and in the United Hebrew Social Service Bureau but that in the children's agencies trained workers are seriously needed. The problem is not one of lack of funds but that of a shortage of trained social

workers, and a School of Social Work in the University of Manitoba was suggested as a means of training workers for Manitoba agencies. Failing this, the development of a series of scholarships for study at the other Schools of Social Work would encourage Manitoba students to enter the field of social work.

The survey report closed with recommendations with regard to the realignment of jurisdiction between the Children's Aid Society of Winnipeg and the Children's Aid Society of St. Adalard.

## Canada's Nutrition Program and the Social Agencies

**S**OCIAL agencies and individual community leaders in places where no social agencies are organized are to have a strong right arm to help them teach Canadian what they should know about food in relation to health.

Nutrition Services, organized a year ago in the federal Department of Pensions and National Health, is putting on the biggest publicity and health educational campaign this country has ever seen. While their big job is in war industries, war workers have to eat at home and have their lunches packed at home, and therefore home-makers need to be educated in the wise purchasing and preparation of foods. High incomes or high expenditures on food are not in themselves guarantees against malnutrition.

Social workers, individual social

agencies in cities where there are no Councils of Social Agencies, and the Health Divisions of Councils have a job to do in collaboration with Nutrition Services. Publications can be distributed, local interest can be stimulated, and a local nutrition committee can be formed. *The Canadian Nutrition Programme*, a free booklet, obtainable from Nutrition Services, Department of Pensions and National Health, Ottawa, gives suggestions, and the advice—by correspondence — of trained nutritionists is available upon local community nutrition problems.

The basic principle of the Canadian Nutrition Program is that Canadians need more of the protective foods. *Healthful Eating*, another free publication, lists these protective foods, together with Canada's Official Food Rules.

# La Fréquentation Scolaire Obligatoire dans le Québec

MARIE HAMEL

**A**U COURS du mois de décembre dernier, le Comité Catholique du Conseil de l'Instruction publique a adopté le principe de la fréquentation scolaire obligatoire pour les enfants de six à quatorze ans. Cela n'implique pas que les parents soient tenus d'envoyer leurs enfants aux écoles de l'Etat, mais bien que les enfants doivent fréquenter une école choisie par leurs parents. La législation provinciale de Québec sera sans doute appelée à se prononcer sur cette recommandation du comité catholique du Conseil de l'Instruction Publique au cours de cet hiver, et, si elle le juge à propos, à lui donner force de loi.

Le primat de l'Eglise Catholique canadienne, Son Eminence le cardinal J.-M.-R. Villeneuve, président du comité, a souligné que "en principe rien dans la doctrine de l'Eglise ne s'oppose à une pareille législation." Elle tient les parents pour les premiers éducateurs des enfants, et l'école ne vient que seconder les parents dans cette tâche et en quelque sorte, la compléter. Aux termes du Code Social\* "l'Etat peut exiger que tous les citoyens aient la connaissance de leurs devoirs civiques et nationaux et en outre possèdent le minimum de culture intellectuelle, morale et physique qui, vu les conditions de notre temps, est vraiment requis pour le bien commun.

\*Union Internationale d'Etudes Sociales, CODE SOCIAL, p. 18, Edition Spes, 1936.

Il outrepassé cependant ses droits et son monopole de l'éducation et de l'enseignement est injuste et illicite—lorsqu'il contraint physiquement ou moralement les familles à envoyer leurs enfants dans les écoles de l'Etat contrairement aux obligations de la conscience chrétienne ou même à leurs légitimes préférences."

La fréquentation scolaire obligatoire permet donc à l'enfant d'acquiescer ce minimum de culture qui lui est nécessaire pour mener sa vie d'homme pleinement. Ce "minimum" engage celui qui est désireux d'une plus haute culture à continuer son développement intellectuel, si l'occasion lui en est donnée. De même met-il entre les mains de ceux qui se destinent aux métiers et professions, les connaissances élémentaires essentielles nécessaires à quiconque veut faire un succès de sa vie professionnelle.

La fréquentation scolaire obligatoire permet de contrôler, jusqu'à un certain point, les abus qu'entraîne l'école buissonnière et aide à prévenir la délinquance juvénile. Les commissions scolaires, là où existe la loi de la fréquentation scolaire obligatoire, emploient ordinairement des officiers d'assurés chargés de faire enquête sur les cas d'école buissonnière ou de parents négligents. De tels officiers ont une tâche délicate à remplir qui demande beaucoup de tact et

de compréhension. Ils ne doivent pas s'en tenir uniquement à la lettre de la loi qu'ils administrent, mais aussi à son esprit qui est de faciliter aux parents, l'accomplissement de leur tâche.

Les employeurs qui se prévalent de la main d'oeuvre infantile ne voient certes pas d'un très bon oeil une loi de fréquentation scolaire obligatoire se dessiner à l'horizon de Québec. Elle viendra en contradiction avec nombre de leurs projets et les forcera à chercher ailleurs les employés qu'ils obtenaient à trop bon compte quelquefois.

Si la loi de la fréquentation scolaire obligatoire est mise en vigueur cela amènera des problèmes d'ordre pédagogique et financier qui entraîneront des réformes dans le programme scolaire de la province de Québec.

#### **Limites de la loi**

Si la fréquentation scolaire obligatoire, permet à l'enfant d'acquérir un bagage intellectuel minimum, si elle le protège contre les dangers de la rue et l'exploitation des employeurs, si elle s'applique à faire réaliser aux parents leurs responsabilités en matière d'éducation, il n'en reste pas moins qu'elle n'est pas un remède à tous les maux.

Certes les dispositions coercitives d'une loi peuvent remédier dans une certaine mesure à une situation déplorable, mais elle n'en touche pas toujours les causes. Or, les éducateurs du Québec constatent qu'en effet, la moyenne des enfants fréquentant les classes avancées des écoles de langue française est inférieure à la moyenne

des enfants fréquentant les écoles de langue anglaise. Ces mêmes éducateurs admettent que l'indifférence, la nonchalance, le manque d'ambition des parents sont souvent cause de ces défections trop nombreuses, mais par contre les besoins économiques de la famille semblent être la raison la plus fréquente pour laquelle les parents retirent tôt leurs enfants de l'école. Le récent mémoire de la J.O.C. sur "Le problème des jeunes qui ne fréquentent pas l'école" signale que "la nécessité et la pauvreté forcent les parents à retirer leurs enfants de l'école pour les aider à "arriver." Il faut avoir été élevé dans une pauvre famille ouvrière pour bien le comprendre, avec la salaire insuffisant du père, on doit mener une vie de privation, souvent sous des apparences de confort. On a hâte que les enfants puissent aider quand on est "grevé de dettes." On pourrait porter le même jugement sur le compte d'un grand nombre de nos familles dites "bourgeoises" qui ont à maintenir un certain train de vie souvent avec des ressources financières restreintes. Le jour où l'on pourra remédier à la situation économique de nos gens, par un système d'allocations familiales, par exemple, la vie familiale, en général, s'en trouvera grandement améliorée.

La délinquance juvénile s'est augmentée dans des proportions alarmantes depuis la guerre, augmentation que nos travailleurs sociaux imputent en partie du moins, au travail féminin qui tend à se généraliser et qui englobe déjà passablement de mères de familles

qui laissent le soin de leur famille à des parents ou à des mains étrangères. Et que nous réserve l'après-guerre, alors que nos mères auront pris l'habitude du travail à l'extérieur? Ce n'est donc pas sans raison que nos travailleurs sociaux et nos sociologues demandent à nos gouvernants de ne pas pratiquer à outrance la politique du travail féminin surtout à l'usine.

La limite d'âge de quatorze ans impose certaines limites à l'efficacité de la loi de fréquentation scolaire obligatoire et cela sous plusieurs aspects. Limitons-nous à celui de l'enfant orphelin abandonné et sans soutien. Certains de ces enfants ont l'heureuse fortune d'être adoptés ou encore de faire l'apprentissage de la vie dans des familles rurales. Cependant ceux qui demeurent dans les institutions sont sans protection et laissés à eux-mêmes à quatorze ans et souvent même avant cet âge à moins qu'ils ne soient l'objet d'une protection spéciale accordée par l'institution ou un bienfaiteur. Qu'advient-il alors de ces **sans-famille**?

Les travailleurs sociaux des Cours Juvéniles pourraient sans doute nous répondre mieux que tout autre sur ce sujet.

La possibilité de la mise en vigueur de la loi de scolarité obligatoire au Québec réjouit et avec raison nos travailleurs sociaux de cette province. Elle contribuera grandement à améliorer le "mieux-être" de l'enfant québécois. Il s'avère cependant nécessaire qu'un jour ou l'autre le législateur aura à se prononcer pour assurer la sécurité économique de la famille. De même devra-t-il donner plus d'unité et de cohésion à toute la législation concernant la protection de l'enfance dans la province de Québec.

Aux efforts de l'Etat pour améliorer l'éducation de l'enfant doivent s'ajouter ceux des parents et des enfants eux-mêmes. N'oublions pas non plus le magnifique travail de toutes les oeuvres de jeunesse, dont chacune par son apostolat particulier, s'efforce de compléter la formation que l'enfant reçoit au foyer et à l'école.

### **Hull, P.Q.**

A private social agency, which will give general family welfare service, regardless of race or religion, to the citizens of Hull, Quebec—now a city of over 32,000 population—will be opened on Feb. 15th at 1 Papineau Street.

The Quebec Provincial government has given assurance that for two years it will make an annual grant of \$4,000, and the Hull City Council has voted the sum of \$2,000 for the first year. There are indications that sufficient interest

will develop within the community itself to initiate also a voluntary fund-raising effort.

Miss Claire Valin, a graduate of the Montreal School of Social Work, and formerly employed with the French Council of Social Agencies, Montreal, the Manitoba Provincial Welfare Department, and the Children's Aid Society of Eastern Manitoba, has been appointed Executive Secretary of this newly organized Hull Social Service.

## Executive Director's Western Trip

FOR A full month, from mid-November to mid-December, 1942, the Council's Director was absent on an extended western trip,—part of the means by which the Council endeavours to keep in touch with developments in the welfare field throughout the country. From every point of view it was an investment which paid rich dividends. In terms of finance,—least important of all considerations!—the Council obtained increased support from a number of communities,—notably Vancouver, Regina, and Edmonton. In terms of contacts,—ranging from Premiers to Cabinet Ministers, down through Mayors and Aldermen, to Community Chest Board Members, agency leaders, senior civil servants, right down to the humble agency executive and still humbler case workers at the bottom of the pyramid—through all of these the Council was able to interpret not only the significance of developments in the welfare field in these strenuous days, but also the role which the Council assumes in helping to guide these developments.

Contact, too, with an important cross-section of the Western Canadian public was a significant feature of the trip, achieved through fifteen major group discussions and twelve public addresses, many of them involving groups not ordinarily brought into close touch with the day-to-day

work of our welfare agencies; for example, the Canadian Club in Winnipeg, the Regina Branch of the Institute of International Affairs, the Civic Bureau of the Vancouver Board of Trade, the Kiwanis Club of Edmonton, and in Saskatoon, the Saskatchewan Branch of the United Farmers of Canada.

The itinerary included eight cities,—Winnipeg, Brandon, Regina, Calgary, Vancouver, Victoria, Edmonton and Saskatoon,—all the Community Chest cities in Western Canada, and likewise most, if not all, of the main western centres of population.

What are the main impressions which crystallize out of such a welter of contacts—personal and official, individual and organizational? First, and most obvious of all, is the fact that the pattern of welfare organization is slowly but surely being completed for our main communities in the western provinces. Twelve years ago there was not a Community Chest west of Winnipeg. Eight years ago there was nothing resembling a Chest or Council or Social Service Exchange, and very few of the items which form part of the now familiar pattern of community organization, in either of the provinces of Alberta or Saskatchewan. Even as recently as four years ago, the Province of Alberta totally lacked any example of community organization or

planning for social welfare in its cities and towns. Now each one of the main centres of population in the west has its Community Chest. Most of them have reasonably active Councils of Social Agencies. Most of them, too, have family agencies and confidential exchanges, operating at least on a minimum basis of efficiency. In other words, each of the main communities in Western Canada shows clear signs of developing a focus of organized interest in the social welfare field, which, as time goes on, will slowly but surely have its beneficial effect on municipal and provincial standards in all phases of public welfare effort. Such has been the experience of other communities and provinces where the community welfare services have been organized for a longer period of time. Such too will be the experience of communities in the Provinces of Alberta and Saskatchewan, where public welfare services have not hitherto had any significant local measuring rods, in terms of private agency standards, against which they could measure the quality and standard of their public welfare activities.

Apart from this main impression, there were, of course, other common threads running throughout the visits to most centres,—for example the common concern and anxiety on the part of child and family agencies about tires, gasoline rationing, and particularly about the heavy burdens thrown so suddenly on them by the Dependents' Board of Trustees from

the first of September on. Not until the end of November was it beginning to be apparent in most communities that the tidal wave of applications, which had risen with the issuance of the now-famous Dependents' Board of Trustees circular early in September of 1942, had passed the crest. In most quarters serious concern was still being felt that the agencies carrying out the work for the Dependents' Board of Trustees might not, on the one hand, be able to render satisfactory service to that Board, and on the other hand, that they might not be able to maintain even a vestige of their regular peacetime program.

Typical too was the common concern in all communities about the problems of child welfare: in Vancouver and Victoria, where intensive planning is under way to achieve a comprehensive revision of the provincial Infants' Act (with all three Children's Aid Societies actively participating); in Winnipeg, where the Child Welfare Survey described elsewhere in this issue was presented by the Council Survey Director, Mr. R. E. Mills, and the groundwork laid for follow-up on the recommendations made; and also in the main cities of Saskatchewan and Alberta—all of which showed a rising concern, and in some cases a measure of resentment, that local and provincial child welfare programs in that part of the country should continue to be regarded as substandard in comparison with some other Canadian provinces.

There were, of course, in contrast to the points of similarity among the communities visited, other points of notable difference, most of them arising from the varying stages of development reached in the social welfare pattern of the individual community. One cannot resist, however, the over-all impression that the next ten years will greatly dwarf the not insignificant results of the last decade in the community organization of welfare services throughout this growing section of our country. Each community now has

its nucleus of welfare effort, its embryo, its "microbe in the bloodstream", in terms of something approaching a professional welfare service. The history of our older Canadian communities gives us reason to feel encouraged in the belief that from these beginnings will develop a public awareness and pressure that will mean progressively the expansion of high-quality, good-standard welfare services over all the areas of need, both in the public and in the private field.

## AGRICULTURAL BOARDING SCHOOLS FOR CHILDREN

WRITING in a recent issue of the *Canadian School Journal*, the Editor, M. A. Campbell, makes an interesting contribution to the problem of how to care for and supervise the children whose parents are engaged in war work.

"These children should not be left to chance. If large army camps can be provided for soldiers, camps and training schools should be provided for children from 10-15 years of age, where they could have 24-hour supervision by competent instructors. These schools should be located outside the large centres of population with sufficient land to teach agriculture in a practical, matter-of-fact-way. Too often our agriculture schools are carried on in a realm of luxury which is not possible where inheritance or business do not provide the money to operate the farm. The supervision of war time training schools should be under the direction of trained teachers, the farm, if connected with such a school, should be under the direction of a practical farmer. The produce from the farm would make the cost of living in such a school very reasonable with a reasonable amount of student labour.

"These schools should be available to children whose parents are engaged in war work either in the army or in industry.

"The Federal Government cannot neglect the responsibility of youth. . . . A problem which will mean so much to the future of Canada requires careful planning and supervision and government financial support *and should not be left to social agencies in a hit and miss fashion.*

"If boarding schools with an agricultural background could be provided, it would relieve some of the school rooms in the cities and towns to care for the younger children. The older children would get some idea of farm work, live in a healthy atmosphere and be under proper supervision, all of which would be a decided advantage to the child.

" . . . A war is on. Every available ounce of manpower and woman power is necessary. The old alibi of the British North America Act must not stand in the way of Federal and Provincial Governments co-operating in some kind of child supervision."

# Canada's New Neighbourhoods

**I**N THE last two years Wartime Housing Limited has built, or is in the process of completing, over 17,500 houses across the length and breadth of Canada.

These new houses are located in over sixty-four towns and communities. They represent additions to large cities; sometimes they are built on virgin land which a few short months ago had hardly felt the touch of man's foot; some are in large blocks of several hundred houses all together; some are in smaller groups; still others are scattered throughout a whole district in singles, doubles or little groups.

When a few families filter into a town they are comparatively easy to absorb. They soon become a part of that town; they learn its ways, enjoy its advantages. But when families arrive in lots of several hundred at a time, problems arise and an incipient attack of community indigestion is in the offing. Welfare and recreation resources and facilities usually lag behind the demands, growing slowly as the town and its needs expand. Imagine the result on these already overtaxed organizations of the impact of several thousand people, suddenly arriving in their midst!—most of them new to the town, many new to that part of Canada, and all new to the district. In one small Ontario town, twenty-three tenants represented fourteen towns as far apart as Trail, B.C., and Saint John, N.B.

Recognizing very early in the

LIONEL SCOTT,  
*Director, Tenant Relations,  
Wartime Housing Limited*

Company's existence that this was a problem which would grow rather than diminish, J. M. Pigott, President and guiding genius of the vast emergency housing plan, set up a small department within the organization to work out the problems of tenant relations and community organization.

In the larger developments, a Counselor is appointed to act as a link between the existing services and facilities and the needs of the tenants. Where facilities are adequate, it is a matter of establishing harmonious working arrangements to the mutual advantage of each. When the services and facilities are inadequate, an attempt is made to enlarge their scope and usefulness through co-operative effort. When there is a total lack, the Counselor endeavours through working arrangements with different agencies or public authorities to get the necessary services set up.

The approach is broad. The challenge is great. The opportunities are limited only by the imagination, capacities and initiative of the Counselor, and the opposition presented by those ignorant of the real purpose of the work and blind to its values, who usually regard it as "frills and fads" or a "waste of money". As is usually the case when pioneering, there is a good deal of patient explaining and an educating process to pass through.

The tenant reaction, however, has been most gratifying. With very few exceptions there has been a quick and ready response, and a sincere interest and willingness to participate and work for any community activity. Many exceptional instances of this attitude could be given. One is in North Vancouver where, under the Counselor's leadership, each block selected a block captain under whom a group worked on a boulevarding scheme, planting many trees and greatly adding to the beauty and liveableness of the district. Large trees were generously donated by the adjoining city of Vancouver, and within a short time bare streets began to take on a delightfully landscaped appearance. Gardens sprang up, and flowers and vegetables vied with one another for top honours. It is estimated that when completed over \$10,000 worth of work will have been contributed on this plan alone. In addition, large glades will be cleared and trails laid in virgin bush for the youngsters as a play and recreation area. The land was contributed by the town.

In Windsor, early in the scheme of things, a tenant group organized The Home Improvement Association. Not only have they encouraged garden beautification and appointed a committee to allot among themselves an area in a five-acre piece of land for vegetable gardens, with some notable results, but they have been instrumental in getting many civic advantages, clinics, road improvements and other benefits. They also under-

took to be responsible for the children of the neighbourhood—all children, not merely those in the Wartime houses—and put on drives and money-raising activities to provide funds to buy games and sport equipment for the young people throughout the summer. Considering that much of this was for children entirely unconnected with the development and that much of the work and planning was done by those without children, it was a fine expression of real community spirit, an evidence of what people will do when approached in the right way and given the opportunity to serve.

Here are some of the interesting accomplishments of this group: a complete traffic survey; Child Welfare Clinic established; financial backing for recreation for children; Tenant Committee handled Victory Garden allotment; general confusion regarding garbage settled satisfactorily; a co-operative venture regarding the coal problem; undertook to have gardens looked after for the soldiers' wives; had Ford Motor Company discontinue dumping and burning foundry sand in the area; were responsible for over 150 boys and girls playing in soft ball leagues; sponsored Good Neighbour Clubs; sponsored and organized a Field Day for the whole community with over 1,500 in attendance; promoted garden and general home appearance contest with outstanding success.

As a result of some of these activities, the Association proudly shows a letter from The Honour-

able C. D. Howe who, after a visit, wrote personally to their Chairman congratulating them on their excellent work.

In Hamilton a group of young men and boys are building a "Hobby Hall" in which craft groups and gymnastics will be enjoyed.

This list could be extended indefinitely: reading groups, radio listening forums, handicrafts, garden clubs, home improvement associations, baby clinics, Scouts, Cubs, Guides, branch libraries, sports associations, entertainment committees, Red Cross, service clubs, and many others are now operating successfully under Counselor leadership. Over 100 different tenant organizations have already been organized in the developments where Counselors are working.

Wherever it is possible, some quarters have been provided as a focal point around which community activities centre. This is sometimes a large room in one of the Administration buildings, a house if one can be spared, or some building which was on the property and which, at little cost, could be fixed up and used as a clubhouse or community centre.

All the community work undertaken by the Company is based on a very democratic line of approach. Nothing is forced: no pet schemes are foisted on the people. The work is predicated on the principle that voluntary movements cannot be coerced, and that to have constructive, lasting value, the urge must come from the bottom, not from the top.

One real problem is personnel. Ideally, the Counselor should have a thorough basic training in Social Science and a working knowledge of all the established welfare agencies. He, or she, should have had some leadership experience in recreation and physical education. In this sense the word "recreation" is used with a wide application to include all leisure-time pursuits whether indoors or outdoors, gymnastic or cultural. In addition, the Counselor should have some specialized skills and the ability to train leaders, both professional and volunteer, and to arouse and maintain enthusiasm among the groups organized. A genuine liking for and interest in people goes without saying. This combination of theoretic or academic training and practical experience in field work is not a combination easy to find. The Counselors have a very free hand and must be able to plan and carry out their plans on their own. They are expected to work harmoniously and in close co-operation with the Administrator, —the local manager of the properties whose duties cover the whole field of operating the property; and the Committee—a group of prominent local men who act as an advisory board and who have contributed their services for the duration of the emergency. All directives as to policy and techniques, procedures and objectives, originate in Head Office, and the Counselor is not connected with the business part of the Company in any way. He is, in other words, a "tenant's man". This procedure has proven to be sound,

and when it is understood by the tenants that the Counselor is not a "snoop", their co-operation and willingness, and their confidence has been most gratifying.

Much has been done, but there is still a great deal to do. However, some very definite progress has been made. Out of the last year's activities a pattern has evolved which, while it has variance from one development to another, is sufficiently basic to form the backbone of an operating plan.

To help the Counselors in their field work, practical operating bulletins are sent out from Head Office covering a variety of subjects and activities. They take two

forms: Directives which cover a recommended plan of action or course of activity—an attitude or policy; and the Procedural Data which has specific information in implementing the Directives.

One of the most encouraging features of this work is the eager co-operation and interest expressed in terms of practical help which has been forthcoming from different welfare agencies, service groups and public bodies all across the country. Although this work has been under way only a short time, it is felt that something definite has been accomplished and that out of this may be established a foundation upon which greater success may be built in the future.

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### HOUSING IN SAINT JOHN, N.B.

ON DECEMBER 3, 1942, Mayor Wasson of Saint John, N.B., laid the cornerstone of that city's Rockwood Court housing project, claiming that it was the first in Canada to be built by a municipality without a government loan. The project consists of five brick structures, each containing two or more house units and set along a curving roadway. Each house unit is complete with up and downstairs and has either two or three bedrooms.

Mayor Wasson stated that while the building and renting of houses is a matter for private enterprise, the need had not been met and therefore the City of Saint John had taken the initiative, hoping that private capital would be stimulated to carry it further.

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LABOUR'S "voice" in Chest affairs has brought about closer co-operation resulting from better understanding, according to Captain John Fox, Seattle, Washington, labour Leader.

"Too readily and without trial, (labour) condemned the agencies as being charitable institutions," he said at a local campaign report meeting. While labour has a charitable disposition, it does not believe that its efforts should be applied to the perpetuation of charitable institutions, but . . . should be concentrated on social reforms so that charity in this land of plenty becomes unnecessary.

"Today . . . labour has a voice in the administration of the community fund and has learned that community fund agencies are not primarily charitable institutions, but almost exclusively social welfare organizations."

—*Community*, Bulletin of Community Chests and Councils, Inc.,  
New York, November 1942.

## Canadian Social Workers in Britain

**I**N NOVEMBER, 1942, the eleven social workers attached to the Canadian Children's Service were given permanent posts in Britain. Seven are acting as Evacuation Welfare Officers and four as Psychiatric Social Workers. All are attending to the needs and welfare of evacuated children. Their present positions are under County and Borough authorities with the exception of Miss Isabel Munroe, who is attached to the Mental Health Emergency Committee of Great Britain, and Miss Isabel Rutter, who is working with the Manchester Hospital.

The monthly letters received from these fine Canadian girls indicate the nature of their current activities. There is repeated mention of services requiring the investigation and supervision of billets; case work studies on individual problems; planning activity programs for women and children; and participating in the programs of Recreation Centres. Miss Slater has been engaged in the reorganization of hostels for difficult children and has been working out a plan to shorten the length of stay in these hostels with more prompt arrangements for suitable placement in private homes. Miss Bugar has just completed a survey of a new housing district to discover the community resources now available and those that will be needed for the residents in this area. Miss Eileen Griffin worked for a short time with the Children's Overseas Reception Board for the purpose of interviewing, visiting and addressing parents of children evacuated to Canada. Several of the workers have been giving attention to the relative merits of hostels versus foster home care for evacuated children. Others speak of their work in facing up to the problem presented by adolescent evacuees whose billets were satisfactory during their younger years but who now need special

MARJORIE H. KEYES,  
*Secretary, the National Committee for  
Mental Hygiene (Canada)*

attention in regard to vocational guidance and the constructive use of leisure time. There has been frequent mention in recent letters of the challenge for concentration on the home to which the evacuated child will be returning and the need to facilitate the difficult process of readjustment on the part of parents to the child and of the child to his parents.

It is interesting to us in Canada to learn that our representatives in Britain are being given an opportunity to promote new ideas, to give demonstrations of the value of discriminating case work, and to discuss with British colleagues Canadian arrangements and procedures in social work. Miss Rowan Paterson described social work services and training at the Joint University Council for Social Studies and Public Administration to representatives of fourteen countries. Miss Paterson and Miss Alice Carroll also addressed the Association of Psychiatric Social Workers, and Mrs. Glen Sharpe, Miss Vesta Foster and Miss Ruth Tisdall have spoken to a number of important gatherings, including the Federation of University Women and Cambridge students.

All our workers refer to the Beveridge Report and its implications for social welfare. Since they are scattered throughout Britain, they feel the disadvantage of not being able to see each other frequently to discuss this Report and other matters of interest connected with their work. They have, however, developed the plan of keeping in touch with one another through the medium of a "round robin".

The actual letters from the girls convey more interesting and graphic descriptions of their experiences than can be presented through any digest of their correspondence.

## Social Worker Writes of Wartime England

A PERMANENT post started for me the second of November, that of welfare officer for the Rural District of Petersfield at £250 per annum, Mrs. Sharpe having obtained the one in High Wycombe. The title is as yet undefinable as far as this district is concerned for it is an entirely new appointment. Needless to say, with a three year head start on policy in general and the formation of a way of doing things, it is difficult to know where to begin to fit in but I am starting by visiting at regular intervals the larger parishes to go over the more individual problems pertaining to the evacuees and am hopeful that I can be of sufficient assistance in this way to establish a position so that an entree into the more general problems of organization can be obtained.

The district embraces some eighty-seven square miles from Bramshott in the north to Rowlands Castle in the south. The town of Petersfield, about in the centre, is fifty-two miles south of London and twenty miles over the South Downs from Portsmouth from whence the majority of the evacuees have come. It is in Portsmouth that Miss Griffin and I meet as it is a half-way point between our respective centres—half an hour on the electric train for me and half an hour on the ferry from the Isle of Wight for her. Such meetings are very precious and a great relaxation from being continually with strangers who, though they have been most kind and hospitable, have naturally a point of view on many controversial topics that is different from the Canadian. Last week in the course of doing a round of officials there with the Ministry's Regional Welfare Officer, we sat for a moment

RUTH TISDALL  
*Canadian Children's Service*

comparing notes on the now deserted promenade at Southsea and watched the sun go down over The Solent and wondered if it were not all a dream.

The district is composed of fourteen parishes—some big, some small—but having in all just over 2,000 evacuees. Their "welfare" has to date been handled by the Parish billeting officer who may be a man or a woman,—a retired naval officer or the wife of a retired Hawaiian sugar planter or the vicar—and is invariably a volunteer. Most have put considerable energy into the work, which is exacting from the administrative point of view because of the accounts to be kept and the inevitable forms to be completed. One cannot but admire the way they have tackled situations with which they were formerly completely unfamiliar, having paid only a small amount of attention to how the other half of the population lived. In some cases the reaction to such a mass encounter has not been good, a sense of hopelessness having developed over the fact that their efforts to improve low standards (and they can be so very low with the fewer household amenities in this country) do not obtain immediate results and a tendency therefore to think rather ill of the value of the person concerned. But on the whole this additional knowledge should give great impetus to post-war reconstruction, particularly in the matter of wages and housing. In this connection we are looking forward to the publication of the Beveridge Report which has no doubt been mentioned in the Canadian Press as a review of the present social services and suggestions for the future.

From the point of view of group care the following are the chief features of the District. "The Old Mill House" was originally a hostel for difficult children but has latterly been used in addition as a clearing house for youngsters that require re-billeting. Some children have tended to stay overlong so one of my tasks will be to stimulate the turnover and I hope, in time, to supervise the actual replacement. I do not know how much success I will meet with as the matron is firmly convinced of the superior virtues of hostel versus foster home care and, of course, good billets are at a premium for, while the numbers of unaccompanied children are nothing to what they were, yet the average householder can readily fill her free rooms with war workers and others to whom so much less responsibility is attached. Compulsory billeting in the case of a young child is, as you may imagine, not to be encouraged. The problems of the children involved, therefore, cover a range between illness on the part of the foster mother to acute psychological manifestations. Then there are four communal billets, one with a resident warden. These are used for families that have not done well on their own, generally because of the mother's inadequacies as a homemaker, and have been the means of utilizing further, large old houses. Such congregations of this type involve many inherent difficulties and it is generally hard to strike the happy medium between an unsupervised country slum and a rather over-controlled jail-like institution with hard and fast rules.

Closely allied to the communal billet idea are two camps, rather unique, in which some fifty families in all are housed in what were hop pickers huts. They were, of course, never designed for year-round permanent occupation but at the time of the Portsmouth blitz those who had done hop picking knew of them and made a bee line for

them quite on their own initiative. They have since been made as adequate as possible for permanent residence and communal cooking and washing facilities constructed by The Society of Friends, which also provides a resident warden who administers the evacuation accounts and stimulates group activities in the way of clubs, nurseries, rather on the settlement house plan. There has been just one evacuee clubhouse established in the District but this is quite attractive. A small house was requisitioned for the purpose and divided up to provide a homelike general meeting room, a room in which the children can play and quarters for the resident "manageress". Bathing facilities have also been installed which is a great thing. The women can foregather socially any afternoon and do mending twice a week for a local hospital. At present, in addition, they are working hard on articles for a sale to benefit a war charity. Then there are the small hospitals for minor infectious diseases—scabies, etc., maternity homes with a small ante-natal hostel nearby where the mother living at some distance may spend the last little while before confinement. For the more serious, specialized types of illness local civilians hospitals or other institutions on the county level, such as homes for mental defectives, are used.

Our outstanding resource is a county child guidance team consisting of a psychiatrist, educational psychologist and a psychiatric social worker. Vancouverites would be interested to know that the psychiatrist, a woman, trained in London under Dr. Luff of the Metropolitan Health Board. There are, of course, the more general resources in the way of Women's Volunteer Services clothing stores (now very diminished particularly where shoes are concerned), education authority, district nurses, probation officer, Citizens Advice Bureau, officer of the National Society

for the Prevention of Cruelty to Children, who brings all neglect cases to court when there is sufficient evidence but seldom has time or training for preventive work other than threats.

Two general needs in the district seem evident from the knowledge derived thus far. One is to get to know of the unaccompanied children that have drifted away from their family connections and, if possible, by working through the authority from whence they have been evacuated, stimulate parental interest or tentatively determine some alternative plan for after the war should the family breakdown be complete, as readjustments in this line are going to be considerable and rather overwhelming without preliminary ground work. Another need is the co-ordination of workers from the vast numbers of voluntary societies as amongst themselves and with the officials of the Council several of whom are often visiting the same family but working quite within their own little orbit. This may come slowly for one studiously avoids comments or actions that might be interpreted as an effort to "show them how to do it" which is particularly necessary in the case of the rather self-contained, conservative English folk. Not that any query has arisen in the regard for the general reaction is, enthusiastically, "how sporting of you to have come" and the few rather surprised looks from the uninitiated in the rural areas when our mission is explained may be attributed more to a lack of understanding of

social work than a feeling against us as interlopers. Indeed the general feeling toward Canadians as a whole is quite amusing as it is rather one of friendly, benevolent, paternalistic tolerance like one has for a rollicking sheep dog. Of course, Canadian stamps and a few tales of the wide open spaces are the delight of all the small boys that we encounter. For the working classes, Canada still tends to be the land of promise and golden opportunity.

The countryside is simply beautiful and quite according to the conception of England that one derives from calendars and picture post cards for we are on one end of the South Downs and so come in for the rolling hills and sleepy valleys characteristic of them. The autumn tints are lovely—more the tawny orange and yellow shades of the beech and oak than the red and purple of the Canadian maple and sumac, but these shades seem more suitable to the miniature, peaceful landscape. I am told that in the spring there are masses of daffodils and blue bells everywhere, but that stage is still to come.

A car is going to be necessary for me to get to some of the otherwise inaccessible villages and Miss Aves, Chief Welfare Officer, Ministry of Health, is very generously lending me her Austin 10 as she no longer has justification for using it in town. I will, of course, get an allowance for running expenses and, I hope, three gallons of petrol per week. I trust that I may succeed in keeping to the correct side of the road.

Council House lost one of its best-liked young staff members in the Almonte train wreck, Dec. 27. Miss Elizabeth Grace (Bessie) McPhail, Accounts Clerk, of Renfrew, was injured and died a few hours after the accident, never regaining consciousness.

Miss McPhail came to the Council a year and a half ago after graduating with honours from Albert College, Belleville, and will be greatly missed by the staff of the Canadian Welfare Council.

### Social Insurances

I hope that I will not be thought unduly pessimistic if I suggest that full employment in Canada in the post-war years may not be achieved, or rather that the full measure of employment brought about by war may not always be maintained. There must be a second set of defences to fall back on. These are, in my opinion, *the social insurances*,—insurance against those risks which may prevent the individual wage earner from maintaining the full degree of economic security which our program, as thus far outlined, contemplates. Insurance against unemployment, against industrial accidents, against sickness, against old age, against long-term disabilities, insurance for the family unit against the death of the breadwinner,—I need only recite these various types of social insurance for you to recognize them or at least the most of them. Unemployment insurance and workmen's compensation we already have in Canada, though their scope is still limited. Health insurance, survivors' or life insurance, sickness and accident insurance, disability insurance, old age insurance,—all of these too we have, *but on a commercial not on a social basis*.

If these forms of protection are desirable for those who, like ourselves, can afford them on a commercial basis, how much more are they *desirable*, or even *necessary*, for the lower, less secure and less protected income groups. These groups, however, cannot afford to

purchase protection on a cost plus basis. The vast majority cannot even afford to pay the actual costs involved. Hence the developments, already tested for half a century or more in other countries, to socialize these types of protection, to socialize these insurances, by eliminating the commercial profit, and by absorbing further a portion of the actual cost of the insurances through contributions by governments and by industry, leaving the individual to bear only that portion of the actual cost which he can properly afford to pay.

SHOULD  
INSURANCES BE  
CONTRIBUTORY?

Objection may be raised at this point to the idea of maintaining

these protective services on an insurance basis, and I am free to admit that there is much to be said for the idea that we should short cut, for example, the cumbersome procedure of collecting premiums from individuals, of levying contributions on industries for say health insurance, by introducing an outright system of state medicine. The bureaucracy of the premium-collecting agency is truly a fearsome thing to contemplate for all of these insurances. Why not provide unemployment benefit as a matter of right paid for, not partially by premiums, but entirely from taxation? Free medical care, free hospital care, paid for from general taxation? Old age pensions for all as a matter of right, regardless of specific individual contributions? And so on

down the line? Why the cumbersome insurance principle when straight taxation will do the job?

Well here perhaps I may be branded as a "wavering progressive" or possibly an "unwavering reactionary". I know what hateful connotations are attached to the phrase "rugged individualism", and I doubt whether anyone who has followed my argument thus far would suggest that I was exactly an outstanding exponent of that particular philosophy. Yet I do sincerely wonder whether it is altogether wise to abolish completely the contributory feature of these social insurance schemes. Is there not something of value in maintaining the contributor's sense of individual participation in the scheme? Should he not be a supporter of it directly as well as a beneficiary? Does he not retain a certain measure of control over his rights as a contributor, even if it is only an ability to work up a feeling of righteous indignation, that might be lost to him otherwise? I confess I feel on shaky ground at this particular point. But, certainly, the experience of non-contributory old age pensions has not been a reassuring one, nor the experience of mothers' allowances, nor of unemployment relief. In all of these, of course, the answer is that the means test was involved;—the means test was and is the cause of their unsatisfactory performance. I know that that is so, and it is precisely for this reason that I cling to the contributory phase of the insurance program, because I think it entirely

likely that these programs, if not maintained to some extent on the contributory basis, will some day under extreme financial pressures, which particular periods may throw upon them, be tempted to introduce means test considerations by some roundabout method.

I will leave these issues, however, to be debated at greater length on some other occasion, and pass on to other considerations.

#### **Social Assistance Based on Need**

These considerations involve the fate of two groups in particular, who have fallen through the protective mesh of *first*, full employment with adequate income, and *second*, insurance protection on a contributory basis against the major hazards outlined above. Some classes of our people cannot be absorbed into any employment market, no matter if it is full to the bursting point. They cannot maintain themselves by wages earned, and the family allowance, if payable, is not sufficient to replace but only to supplement real wages. The social insurances likewise cannot protect this group, except insofar as it might be possible for the government to pay full premiums for them, because they themselves cannot contribute from non-existent wages, and have no employer to contribute his share on their behalf.

Then, too, there is that group of persons who have fallen out of employment as a result of one of the social hazards mentioned above, and who have eventually exhausted their right to insurance

benefits, without being able to return to available employment. For all of these some adequate program based on need must be devised. These are in fact our present day public assistance services which must be extended, broadened and at the same time more intelligently and humanely applied. Old age pensions (non-contributory), pensions for the blind, mothers' allowances, relief at need to unemployables, work relief for the unemployed (along lines consistent with the maintenance of skills and human dignity, similar to the Work Projects Administration in the United States), medical care for the needy, foster home care for dependent children, special assistance to the transient, and last but by no means least, an adequate program of farm relief. The elements of all these programs are to be found at the present time in our Canadian experience. They need to be broadened, developed, and applied on a scale that will make them effective cushions of social protection for all the people.

### **The Specialized Health and Welfare Services**

These three broad levels of protection: (1) Full employment on adequate wage levels with family allowances; (2) Social insurances fully developed; and (3) Public assistance by categories at need, will, in my humble opinion, do much to assure *economic security* to the people of Canada. But I said earlier that economic security is not synonymous with social security. Freedom from want, the

abolition of poverty is not the entire answer. There are environmental hazards and social hazards to guard against even in a land flowing with milk and honey. The milk, in fact, may not be pasteurized: and to guard against these environmental hazards, both physical and social in nature, we must provide a network of special services which do not fall altogether neatly into the categories of economic security measures that I have outlined above. The public health services, for example, with their over-all health units, their preventive programs for child health, their sanitation services, their public health nursing services, their services for the control of communicable diseases, their specialized efforts in the fields of tuberculosis and venereal disease control, their tremendous responsibilities in the field of mental hygiene and care of the mentally ill and mentally defective,—all these must find a place in our scheme of social security, because the problems which these programs are designed to attack do not vanish altogether, though they do in part, by solving the problems of economic insecurity. Then, too, we must include those social services which are designed to deal with the special problems which arise out of anti-social behaviour of some of our citizens—child care and protection from neglect, juvenile delinquency, the problem of unmarried parenthood, the problem of adult crime which requires, despite what we tolerate in Canada, to be handled as a social service problem.

Say what you like about a large measure of these problems involving anti-social behaviour being rooted in the inadequacies of our economic system. I will go along with this line of argument as far as most people; but I will *not* agree that the abolition of poverty in the broadest sense of the term will ever completely remove the need for programs designed to deal with these peculiar types of social inadequacy and maladjustment rather than economic insecurity.

And, now, if I may, I would like to devote a brief amount of time to the auspices under which this over-all program of social, health and economic security should be developed.

#### **The Need for National Leadership**

The first and the obvious thing which must be said is that any national program of social security for Canada must be developed, if it is to be based on a Canadian standard of living, if it is to be a Canadian system of social security, under the aegis of the only government that can develop anything for all of Canada,—that is the federal government. We cannot have nine Canadian social security programs. If we want a social security program for British Columbians or for Manitobans or for Nova Scotians, that is one thing; but whatever it is, it is not and never will be, if you multiply it nine times or ninety-nine times, a Canadian program of social security.

This means to me that the leadership behind any concept of

social security for the nation, no matter how humble, no matter how ambitious it may be, must be assumed by Ottawa. The government of Canada cannot operate in a jurisdictional or constitutional vacuum if it is to be a government of the Canadian people. It must accept responsibilities for leadership in the social welfare field; for it is *national morale* that makes or breaks a nation; and national morale, as we are beginning to find out in this war, depends, far more than this country has hitherto realized, on the sense of security provided on the home front by a network of social services. Did anyone ever hear of *provincial morale*? Only national leadership therefore by the Dominion Government can create that social dynamic from which will result a program of social security to buttress our well-being as a nation.

#### **Conditional Grants-in-Aid**

There is a difference, however, between national leadership in the planning and conception of a national social service program, and out-and-out national administration. Just because I am advocating national leadership does not mean that I could agree to administration of the entire social security program outlined above by the national government as either necessary or desirable. Here I would take issue with some of the recommendations of the Rowell-Sirois Commission. I believe with the Commission that administrative jurisdiction for many phases of the security program should be vested in the Dominion Govern-

ment, but I cannot agree that the Dominion-supervised provincially-administered program based on Federal grants-in-aid should be relegated to the insignificant position assigned to it by the Commission. I do not believe the conditional grant-in-aid was adequately appraised as a medium by which we might get around the constitutional impasse in respect to the financing and administration of our social services. We have really two alternatives: clear cut separation of jurisdiction and administrative responsibility strictly on constitutional lines with one group of services being administered by the provinces and one by the Dominion; or, the conditional grant-in-aid principle by which the Dominion, administering certain services directly can also influence in terms of standards and extent of program the services administered by the provincial governments. I can see no possibility of a well-integrated national program of social services, if the Dominion, following the Rowell-Sirois recommendation, takes over certain administrative responsibilities on its own shoulders, but, while granting large sums of money to most of the provinces, maintains a strictly hands-off, disinterested attitude in respect to the extent or quality of the provincially administered programs. The best that could result from this would be a patchwork, though it might, of course, produce a pretty good patch here and there.

Nor is the answer to be found in practical terms in the Dominion

taking over *administrative* responsibility for all the social services. If unemployment insurance is any example, we would have to wait till Doomsday to get the necessary number of amendments to the British North America Act to accomplish this. We need our social security program *now*, not on Doomsday. Then too there are other fundamental objections to the Dominion taking over full administration. Certain services are essentially local in their nature. But what *is* needed is a program of Dominion administration in part, plus Dominion interest through grants-in-aid, supervision and field service to provinces in respect to the provincial services, with over-all Dominion leadership, stimulation, planning and integration. Grants-in-aid have worked in the United States with its federal system. They have worked for an even longer period in Britain. They can be made to work with reasonable satisfaction in Canada. The reason for such failure as has been experienced in the past, and this is in part the reason why the Rowell-Sirois Commission damns the device with faint praise, is due to two things: (1) political intervention, (2) lack of adequate supervisory personnel on the Dominion level for other than audit purposes. Political non-intervention and development of adequate personnel for Dominion leadership as well as for Dominion and provincial administration are, of course, two of the indispensable prerequisites to the success of a conditional grants

program. But that is true of any program, and neither is impossible in Canada if there is a serious desire evident to attain these objectives.

### **Federal Responsibilities**

Personally, I would say that of the various items in the social security program above outlined, responsibility for the provision of full employment, minimum wage levels and family allowances should be Federal responsibilities. Responsibility too for the social insurances should be federal. In this one might make an exception of workmen's compensation, and possibly also as the Rowell-Sirois Commission does, health insurance, although, frankly, I see no reason in principle for leaving health insurance with the provinces, except that through doing so we may get health insurance more quickly if provincially administered with federal grants-in-aid.

### **Provincial Responsibilities**

The assistance services and the special health and welfare services designed to deal with problems of anti-social behaviour should probably be left administratively with the provinces, but with Dominion grants-in-aid and supervision. These services based on assistance at need are for the most part more subject to legitimate local variation than the other services, and can therefore be administered on the whole more adequately under local auspices than the other services, such as the insurances, where provincial jurisdiction would involve serious administrative diffi-

culties. Here again I touch upon a highly controversial point, and I know that my opinion will be unpopular when I say that I am not convinced that an exception should be made of unemployment aid by turning it over administratively to the Federal Government as recommended by both the National Employment Commission and the Rowell-Sirois Commission. I think that with a policy of full employment, including responsibility for work projects, plus comprehensive insurance protection, the problem of unemployment aid can well be left administratively with the provinces under federal supervision with federal grants-in-aid.

Space, of course, has not permitted me to do other than state categorically my opinion on this question of allocating administrative responsibility between the federal government and the provinces. But one of the advantages of the grant-in-aid principle is that it allows greater flexibility, and therefore assignments of responsibility to the province or to the Dominion can be made tentatively as I have done above, and there is nothing irretrievable about the result.

On the other hand, if you attempt a clear cut separation of jurisdiction as the Rowell-Sirois Commission did, you come to the awful point where you have to make up your mind once and for all,—Is health insurance going to be left with the provinces or is it going to be a function of the Dominion? There is an embarrassing dilemma created every time a

final decision is made. The result is that the Commission report is full of inescapable inconsistencies as a result of the attempt to separate clearly the respective jurisdictions.

### **Federal Bureau of Public Welfare**

Two final points and I am through. I have pointed out the need for national leadership in the social welfare field. This means to me the early establishment of a Bureau of Public Welfare on the federal level which will at least serve as the nucleus for the development of this national social security program.

### **Training Facilities for Personnel**

And then my final word. One thing that frightens me more than almost anything else as we face the social service developments of the post-war world is our

utter lack of preparedness in terms of personnel trained in social welfare principles and administration. I would be the last to want to take anything away from our colleagues in the health and educational fields. But the large Foundations have been most generous to these fields in their assistance towards the development of training schools and qualified personnel. The need is great for similar interest to be shown in our schools of social service administration. Nothing would be more pathetic than to have Canada embark upon a post-war program of social security with inadequate personnel. Yet that is what will surely happen unless the leadership is found to make it possible now to develop the research and administrative personnel for the Canadian program that we visualize in the post-war world.

Reprints of Dr. Davidson's article "The Future Development of Social Security in Canada", plus his review of the Beveridge Report, and editorial, "Wanted: A Beveridge Report for Canada", are available in one cover in quantities for those who desire them. Price 10c.

**T**HE American Red Cross has made an agreement with the American AFL and CIO Committees for close co-operation during Red Cross Month in March, 1943. See December *WELFARE*, "Organized Labour and War Chests in the United States".

**I**F you hold your ear close to the ground, you can hear a muffled roar echoing around the whole world. It does not come from bombs, or thunder on the Russian front. It is the *voice of the people* demanding security and an end to the paradox of plenty. It is the revolt of the masses asking for the food which farmers let rot upon the ground or dump into the streams. This subterranean roar is the most powerful force in the world today. . . . Statesmen who listen to it will be upheld. Statesmen who shut their ears will be buried, no matter how lofty their sentiments about freedom and initiative.

—Stuart Chase, in *The Road We are Travelling*.

# Councils of Social Agencies

## News Notes

### *Kingston*

The new President of the Council of Social Agencies of Kingston and District is Mrs. H. F. H. Hertzberg, and the Secretary is Miss Jean M. Casey. Miss Veronica Franck is Acting Superintendent of the Children's Aid Society during the absence of Captain Stewart Sutton.

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### *Ottawa*

Ottawa is one of the first cities where a Central Rooms Registry Service has been set up by War-time Prices and Trade Board. There is a local Advisory Committee, with representation from the Civil Service Association, Y.M.C.A., Y.W.C.A., Sisters of Service, Joan of Arc Institute, Council of Social Agencies, Women's Volunteer Service Centre and the Regional Advisory Committee of the Consumer Branch, Wartime Prices and Trade Board.

The staff of the Registry has been drawn from the organizations which were previously carrying on Rooms Registry Service, namely, Y.W.C.A., Sisters of Service, Joan of Arc Institute and the Civil Service Association. In this way, not only has the Registry experienced and well-qualified personnel, but there is assurance that standards will be protected, rooms inspected and follow-up work done by the agencies. Three of the above agencies are members of the Council

and Community Chest. Once again the capital city tries a unique experiment in community planning and co-operation.

\* \* \*

### *Saint John*

Following the success of their United Home Services campaign, workers in Saint John, N.B., have formally organized the twenty four full-time executives into the Social Welfare Workers Association. The officers are Arthur M. Gregg, General Secretary of the Y.M.C.A., President; Reverend J. Arthur Burns of the Bishop's Palace, Vice-President; Mrs. E. A. Warneford, Executive Secretary of the Family Welfare Association, Secretary, and Mrs. J. G. Bishop, Agent of the Children's Aid Society, Treasurer.

Plans included better co-ordination of Christmas giving in Saint John. Ultimately it is hoped that a Council of Social Agencies can be formed.

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### *Saskatoon*

The Council has set up its first functional group. The new Child Welfare Division is under the leadership of Christian Smith, City Editor of the *Saskatoon Star-Phoenix*, who for years has been active in social work.

The family welfare services also are being studied with a view to better integration.

### *Vancouver*

Strong representations made by the Vancouver Council of Social Agencies and local Council of Women to the Public Commission have resulted in the re-establishment—after ten years—of the Women's Protective Division as an addition to the Vancouver Police Force.

If recommendations made are carried out the new Women's Division will function under its own properly trained head, responsible directly to the Chief of Police.

Its personnel will include social workers, police women, custodial matrons, and office staff to keep accurate records of the results of police and social investigations.

With the exception of Toronto, police women have never been used to any extent in Canadian cities and, therefore, experience in Great Britain and the United States, and particularly the Pacific coast city of Portland, Oregon, has been studied. Portland is to be the model for Vancouver's future planning.

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## About People

Dr. Kenneth H. Rogers, General Secretary, Big Brothers, Toronto, has been appointed Special Lecturer in the Department of Psychology of the University of Toronto. For the duration Dr. Rogers is also Director of the Mental Hygiene Clinic at the Protestant Children's Home, which work formerly was carried by Dr. William Hawke.

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Miss Margaret H. Griffiths, for eight years with the Children's Aid Society of the City of London and County of Middlesex, has joined the staff of the Ottawa and Carleton County Children's Aid Society as supervisor of the Child Care Department, replacing Miss Coline Clancy, who was called to her home in Nova Scotia.

Miss Florence Hutner has resigned her position as Executive Secretary of the Jewish Social Services and Council of Jewish Organizations of Hamilton, Ontario. Her successor has not yet been appointed. Miss Hutner was previously with the United Jewish Welfare Fund of Toronto, and is returning to that organization.

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Miss Muriel Frith, formerly in charge of the unmarried mothers' work with the Winnipeg Children's Aid Society, has been appointed Acting Executive Secretary of the Society as one of the steps in the reorganization of the Society's work following the recent Winnipeg Child Care Survey. Mr. W. A. Weston, who has for years been Executive Secretary of the Society, has been ill for some months and is on extended sick leave.

A recent addition to the staff of the Toronto Big Brothers is Mr. Noah Pitcher, who has been appointed Secretary of the Volunteer Big Brother Department. Born in Newfoundland, Mr. Pitcher taught school for eleven years and for six years was engaged in social work in the Montreal courts, carrying special responsibilities in the treatment of first offenders. His most recent position was as Executive Secretary of the Ontario Temperance Federation.

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Miss Ruth Doern leaves the Portage la Prairie Children's Aid Society in February to accept a

position with the Winnipeg Children's Aid Society.

\* \* \*

Miss Belle Dauphinee is Acting Superintendent of the Children's Aid Society of Wellington County at Guelph, since the death of Miss Ruby Barrett.

\* \* \*

Miss Marion E. Cabeldu has been appointed acting superintendent of Children's Aid Societies in the Counties of Stormont, Dundas and Glengarry with headquarters at Cornwall. Miss Cabeldu was formerly on the staff of the London Children's Aid Society.

## SASKATOON FINANCIAL CAMPAIGN

A MID-NOVEMBER blizzard interfered with the success of Saskatoon's joint campaign of the Community Chest and Navy League. At latest report they had reached \$37,300 on a combined objective of \$40,000, which was to have been divided \$33,000 for community services, and \$7,000 for the war services of the Navy League.

## UNIONS HELP

ORGANIZED labour in Vancouver is making history in Canada by uniting to put the campaign of the Greater Vancouver War Chest over the top. A deficit of \$58,000 is to be made up and one of the first contributions was \$300 from the sheet metal workers in Burrard Dry Dock. Canvass is under way of 12,000 members of the Boilermakers' Union, and 11,000 members of the International Woodworkers of America, as well as other smaller unions.

FOUR regional meetings will replace the usual monster National Conference of Social Work in the United States in 1943. Three-day meetings are tentatively scheduled as follows:

New York City.....	March 8-12
St. Louis, Mo. ....	April 12-16
Cleveland, Ohio.....	May 24-28
Pacific Coast, possibly San Francisco.....	Late June or early July

Impact of war upon social work, and the latter's contribution to the war effort will be the theme of these four regional conferences.

disability, industrial accident, marriage, pregnancy, old age, or death.

This simplification of the present program in Britain will not be accomplished without real difficulty. The section of the Report dealing with the history of Health Insurance in Britain, for example, clearly shows the tremendous vested interest which has been built up around the system of Approved Societies, all collecting the same benefit under government compulsion, but providing a wide variation in the extent of their benefits. Likewise in the field of workmen's compensation, strong opposition is bound to arise from a number of sources to the proposals there made,—that 90 percent of the industrial disabilities, involving less than thirteen weeks disability, should be compensated through the ordinary social insurance plan with a flat rate of benefit based on a subsistence standard rather than on the previous record of wages. Only in the minority of cases involving disabilities longer than thirteen weeks, or in cases involving death due to industrial accident does Sir William propose retention of the present well-established workmen's compensation principle that compensation for industrial accident should be related to the previous wages of the working man. It is not surprising, however, that such a plan as that proposed by the Beveridge Report should find it necessary to cut through certain vested interests which have been built up around the social in-

surance programs of the past. Only the future will tell whether or not the plan or the vested opposition will prevail.

To this reviewer, perhaps the most interesting suggestion made in the Report is that relating to the indefinite period of eligibility for unemployment benefit. It has been customary for previous plans of unemployment insurance to set a limit at which the right to benefit comes to an end. The period of eligibility for benefit has usually, if not always, been related to the prior period of contribution to the fund, and it has not been felt possible to prolong benefits indefinitely without endangering the financial soundness of the unemployment insurance scheme. The result of this has been that after a certain period on unemployment benefit which the worker retains as a matter of right, it has usually become necessary for him to transfer to some form of unemployment assistance, aid, or relief—whatever it be called—where he becomes a client subject to the means test rather than a policy-holder claiming his contractual right. The difficulties involved in the means test procedures have long been a subject of bitter debate in England, and are well-known in Canada as a result of our own experience. In an effort to get away from this, the Beveridge Report is somewhat revolutionary, in that it proposes that when an insured person becomes eligible for unemployment insurance, he should be entitled to indefinite benefits, with the pro-

viso that after a certain period of time he should be required to enrol for re-training in order to brush up on his skills and fit himself for available employment, possibly in a new field of operation. It may be questioned whether this proposal is a workable one. It would depend on whether workers on unemployment benefit can be re-trained, and returned to employment in a sufficiently short time to prevent the total cumulative incidence of unemployment from rising above the limits of  $8\frac{1}{2}$  percent set by Sir William as the capacity of the fund.

This reviewer considers the above suggestion to be perhaps the most vulnerable one in the entire Report. Especially is this the case when we find that even such a proposal as the above,—whose obvious purpose is to avoid or minimize the use of the means test,—does not, even under the Beveridge proposals, succeed in doing so. The Report admits that however favourable the experience of employment and insurance operation, there will still be required a program designed to provide assistance on the basis of need. This will be true, particularly as a supplement to the insurance scheme during the transitional period when, for example, non-contributory old age pensions are swinging over to the contributory system. It will also be true of certain groups of people who for one reason or another, do not come under the insurance scheme because they have never been eligible for employment, or have disquali-

fied themselves for unemployment benefit through refusal of suitable employment, refusal to attend training centres, or for a variety of other reasons. The assumption is made (somewhat hopefully) that the extent of this assistance based on need will be limited on the grounds that the proposals in the Report "will make the permanent scope of assistance much less than that of public assistance under the Assistance Board at present".

It is undoubtedly true that a comprehensive, well-set-up system of social insurances will progressively reduce the number of cases requiring social assistance on a non-contributory basis where the means test is involved, but it is none the less the opinion of this reviewer that the extent to which social assistance based on need will be required, even under an overall system of social insurance such as that contemplated in the Beveridge Report, is much greater than popular opinion has grasped, or than the Report itself implies. This being the case, it is important to note that with regard to a program of assistance at need, the Beveridge Report makes no suggestions as to the provision of this assistance on any basis of separate categories. It proposes, in fact, a unified means test to replace the various means tests which are now used for non-contributory pensions, supplementary pensions, and public assistance. Such a proposal brings us dangerously close to a system of undifferentiated poor relief for those persons who cannot qualify for insurance benefit. It is

true that the Report hopefully suggests that "the means test, while administered by a single authority on principles uniform in themselves", should take "account of the different problems which arise in relation to different classes of cases". It may be doubted, however, whether in an undifferentiated system of public assistance at need it would be possible to maintain, except under unusually favourable conditions, the necessary amount of wise discrimination between various types of cases, and various types of need that is, to some extent, guaranteed through legislation providing on a categorical basis non-contributory mothers' allowances, non-contributory old age pensions, etc., to special groups of persons in the general pool of assistance at need.

Lest any one be tempted to assume too glibly that the Beveridge Report can be transposed in all its details to Canada, let it be remembered that there are at least two fundamental differences in the Canadian picture. In the first place, there is the fact that we are a federal state; whereas the problem of reconciling federal and provincial points of view simply does not arise in Great Britain. The second point to remember is that Canada does not possess at the present time a "going" set of social insurances such as Britain. It has still to develop an insurance program of any kind (except for our limited experience with unemployment insurance and workmen's compensation); consequently we

lack almost entirely the administrative experience and personnel required for handling a comprehensive over-all social insurance program. The Beveridge Report is an attempt to fit together the jig-saw puzzle pattern of British social insurances into a coherent whole. We in Canada have still to get the pieces of the puzzle before we can hope to put it together.

It is obvious, of course, despite the above qualifications that the Beveridge Report has implications for all Canadians. Already the repercussions in Canada arising out of the announcement of the Report have been tremendous and far-reaching. Interest in official circles in Ottawa is deeply significant. The Report has had the best press of any social document since the Rowell-Sirois Report, and it must be remembered that this latter report was distinctively Canadian, whereas the Beveridge Report is written for another country. While the Report is not all that many of its admirers and critics claim for it or against it, it is fair to say that there is ample evidence of its having crystallized much of the unspoken aspirations of the average Britisher, and likewise of the average Canadian, for a tangible degree of personal and economic security for himself and his family in the post-war period. Its chief value for Canada comes from the impetus that it will give to the development of post-war security in our largely undeveloped country.

G.F.D.

Ruth R. Leberg, on behalf of the Ottawa Library Association, reviews a first novel about life in Saskatchewan.

## As For Me and My House

SINCLAIR ROSS

A DIARY has the virtue of mirroring the secret soul of the writer. For this reason it may be that the central figure of the novel, *As For Me and My House*, is not Philip Bentley, the small-town preacher around whom the story develops, but rather it is his wife through whose eyes their barren life is seen. Sinclair Ross has penetrated deeply into the hidden recesses of this woman's mind with a rare understanding of feminine psychology. So subtly is she portrayed that in contrast Philip appears somewhat mechanical and far less convincing.

Ross's brief characterizations, however, are more deftly handled. His word pictures, "Mrs. Ellington with her broad face buttoned down like a cushion in the middle", bring Katherine Mansfield to mind. In method, there is a similarity too. The story does not depend for its dramatic intensity on the unfolding of the plot, which is slight, but on the psychic development of the persons concerned and their relation to one another in a particular environment.

Drought speaks on the Saskatchewan Prairies, the little town of Harmony with its false-fronted Main Street shops, its narrow community living a threadbare existence,—all these things were familiar to Sinclair Ross. He has written what he knows best, simply and with surprising detachment.

He has presented without comment the challenge of the woman who, with five children, had neither food nor clothing. "We won't thresh a bushel this fall," she said. "We won't have potatoes even or food for the chickens and pigs. It's going to be a chance for the Lord to show some of the compassion the preacher is always talking about." But even the preacher's lot was not much better. His thousand a year came piecemeal or not at all. They ate rice and porridge by the ladleful, ran up bills at the butcher shop, wore cheap, mail-order clothes. They were pinched too. Philip had accepted the church merely as a means to an end. He really wanted to be an artist. Then he found he was trapped. He could not escape from the minister he was to the artist he wished to be.

Ross had lived on the wind-swept Prairies where the elements confronted and worked against man. Wind and sun have been personified in this novel. As you read it, you almost hear the walls of the house creaking with the wind. "Sometimes it's wind, sometimes frightened hands that shake the doors and windows." At times the rooms were filled with a haze of dust like smoke. The sand and dust drifted everywhere—in the food, the bedclothes, on the pages of a book before they were

turned. Half an inch of dust on the windowsill from morning till noon. The sky and earth were just a blur. The people were helpless against the will of the wind. It was master!

For a first novel, Ross has revealed qualities of style, sensitivity, and the power to create atmosphere, which are already mature and make the reader eager to see what else the young author can create.

This book is an unhappy illus-

tration of the mismanagement with which some of the western prairie land was settled. It should be a challenge to those engaged in prairie farm rehabilitation not to repeat the mistakes of the past. The post-war world will press a tremendous immigration problem upon Canada. We may trust that the result will be the welfare and not the frustration of the new Canadians.

*As For Me and My House*, by Sinclair Ross, is published by McClelland & Stewart, Toronto. Price \$3.00.

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## Mental Health in College

**T**HIS ten year survey of student patients of a large university mental hygiene department gives insight into the problems of emotional, moral and spiritual adjustment of youth. Educationists whether professional or amateur, for example, parents, will find much thought-provoking material here. The survey definitely justifies the provision of mental

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hygiene services for students, and indicates a need for such advice and help not only in college but in high schools. Parent-teacher associations and others interested in the problems of youth will find this book very worthwhile. E.B.P.

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**I**N AN international broadcast heard in Canada on January 17th, Sir William Beveridge was one of four discussions on the subject "Is Compulsory State Insurance in the Public Interest?" Points made by Sir William were that compulsory state insurance is part of a system of establishing and maintaining a national minimum income to secure to every citizen enough to meet his responsibilities. Where that minimum is placed is very important, and Sir William made it clear that his Report would provide a minimum which everybody needs, not what they may think they want. First things must be put first so as to provide minimum needs for all before comforts are provided for anyone, bread for all before anyone gets cake. To the question, "Can the State afford a system of national compulsory insurance," Sir William replied, "If you keep it to the minimum, then I must answer that the State can't afford to do without it."







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